

Message Text

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PAGE 01 BERLIN 07129 01 OF 02 061622Z
ACTION EUR-12

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-----115815 061701Z /43
P 061520Z SEP 77
FM AMEMBASSY BERLIN
TO SECSTATE WASHDC PRIORITY 5537

C O N F I D E N T I A L SECTION 01 OF 02 BERLIN 07129

STADIS////////////////////////////////////

E.O. 11652: GDS
TAGS: PGEN, EGEN, MASS, AMGT, GE
SUBJECT: GOALS AND TASKS FOR AMBASSADOR TO THE GDR

REF: STATE 206804

1. I APPRECIATE THE OPPORTUNITY TO COMMENT ON THE PROPOSED GOALS AND TASKS AS I BEGIN MY MISSION HERE. THEY WILL PROVIDE A HELPFUL SET OF GUIDELINES FOR OUR ACTIVITIES.
 2. AS A GENERAL OBSERVATION, IT WOULD BE PREFERABLE TO LIST THE GOALS AND TASKS IN SOME ORDER OF PRIORITY IN TERMS OF THOSE WHICH ARE REALISTICALLY ATTAINABLE. FOR THESE REASONS I WOULD RANK SECTIONS C, D, AND E AHEAD OF SECTION A. THIS IS NOT TO DENY THE IMPORTANCE OF STRENGTHENING THE "VIABILITY AND FREEDOM OF WEST BERLIN". HOWEVER, THE MEASURES LISTED IN SECTION A DO NOT PROVIDE THIS EMBASSY WITH SUFFICIENT LEVERAGE TO BRING ABOUT THIS DESIRED GOAL. IT IS NOT AT ALL CLEAR WHETHER THE REFERENCE TO "LEVERAGE" IN THE TRADE AREA MEANS WE ARE PREPARED TO TRY TO STOP PRIVATE U.S. COMPANIES FROM TRADE IN SUCH THINGS AS "GRAIN AND AUTOMATION EQUIPMENT". I DO NOT BELIEVE A THREAT TO PROHIBIT OR RESTRICT LEGALLY PERMISSIBLE PRIVATE U.S.
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BUSINESS TRANSACTIONS WITH THE GDR IS A REALISTIC COURSE OF ACTION TO ACHIEVE POLITICAL OBJECTIVES. ON THE OTHER HAND ONE COULD ARGUE THAT THE DEVELOPMENT OF A COMMUNITY OF INTERESTS IN THE TRADE AND OTHER FIELDS WOULD TEND TO MAKE THE GDR MORE RESPONSIVE TO U.S. CONCERNS, MODERATE ITS BEHAVIOR IN AND AROUND BERLIN AND THUS CONTRIBUTE TO THE CITY'S VIABILITY AND OVERALL U.S.

SECURITY INTERESTS IN EUROPE.

3. A GENERAL GOAL OF CONTRIBUTING TO SECURITY, REDUCING THE RISK OF CONFLICT IN CENTRAL EUROPE, AND OF INCREASING OUR INFLUENCE IN THE GDR IS ABSENT FROM THE PROPOSED GOALS/TASKS. THIS SHOULD BE INCLUDED, AND IMPLEMENTATION OF MANY OF THE OTHER GOALS/TASKS WOULD CONTRIBUTE TO THIS OVERALL GOAL. THERE COULD ALSO BE A REFERENCE TO CSCE IMPLEMENTATION IN ALL ITS "BASKETS". THE STRENGTHENING OF THE VIABILITY AND FREEDOM OF WEST BERLIN COULD BE SUBSUMED UNDER THIS OVERALL TASK.

3. CONCERNING SECTION D ON CULTURAL ENGAGEMENT, I BELIEVE WE SHOULD SEEK TO ACCOMPLISH THE ACTIVITIES OUTLINED. IF WE ARE SEEKING RECIPROCITY IN SCIENTIFIC EXCHANGES, WE SHOULD, FOR SAKE OF CONSISTENCY, ALSO SEEK RECIPROCITY IN OUR CULTURAL/INFORMATION EFFORTS. IN ADDITION TO THE NEGOTIATION OF A CULTURAL AGREEMENT, WE SHOULD SEEK TO IMPLEMENT AS SOON AS POSSIBLE THE CULTURAL PROGRAMS THE GDR AGREED IN PRINCIPLE TO CARRY OUT IN 1977 AND 1978.

4. I THINK IT IS MOST UNLIKELY THE GDR WILL AT ANY TIME IN THE NEAR FUTURE ACCREDIT TO EAST BERLIN U.S. JOURNALISTS WHO ARE ALSO ACCREDITED TO BONN AND WEST BERLIN. IN THE GDR VIEW SUCH JOURNALIST ACCREDITED BOTH TO THE FRG AND THE GDR WOULD BE CONSIDERED AS AN "ALL-GERMAN
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CORRESPONDENT" AND THUS ENCOURAGE A FUNDAMENTAL CONCEPT TO WHICH THE GDR STRONGLY OBJECTS (SEE PARA 12 BERLIN'S 07019). THEREFORE, I THINK THIS GOAL IS NOT LIKELY TO BE REALIZED AND SUGGEST THAT IT BE DROPPED OR MODIFIED, TO INDICATE THAT AT SOME POINT WE MAY WISH TO MOVE AWAY FROM LINKING THE GRANTING OF MULTIPLE ENTRY VISAS TO THE ACCREDITATION ISSUE.

5. RE SECTION E ON PROMOTING TRADE CONSISTENT WITH OUR OTHER INTERESTS, I HAVE NO QUARREL WITH THE IDEA OF ASSISTING U.S. FIRMS IN OPENING OFFICES HERE. IT IS THE STAFF'S IMPRESSION THAT THIS IS NO PROBLEM IF U.S. FIRMS ARE INTERESTED. I WOULD SUGGEST THAT THIS GOAL BE REWORDED AS FOLLOWS: "MAKE CLEAR TO THE GDR THAT THE U.S. FAVORS INCREASED ACCESS FOR BOTH COUNTRIES TO THE MARKETS OF THE OTHER, AND IS PREPARED TO PERMIT ADDITIONAL REPRESENTATION OF GDR TRADE ORGANIZATIONS ON THE BASIS OF ROUGH RECIPROCITY."

6. RE SECTION E, PARA 4, ACCESS TO END USERS IS ONLY ONE ASPECT OF A MORE COMPLICATED QUESTION OF DEALING

WITH A CLOSED SOCIETY. THEREFORE, I RECOMMEND THIS BE
REWORDED AS FOLLOWS: "INCREASE RECEPTIVITY OF GDR TRADE
AND INDUSTRY TO U.S. BUSINESS PROPOSALS."

7. SECTION E PARA 5, COULD BE REPHRASED AS FOLLOWS:
"SEEK MORE TIMELY AND COMPELTE TRADE AND ECONOMIC DATA;
AND RECONCILE U.S. AND GDR FOREIGN TRADE DATA."

8. CONCERNING SECTION E, PARA 7,"GIVING CONSIDERATION
TO OFFICIAL TRADE OFFICES AFTER CONCLUSION OF A CONSULAR

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C O N F I D E N T I A L SECTION 02 OF 02 BERLIN 07129

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CONVENTION AND PROGRESS IN HUMANITARIAN AND CLAIMS
FIELDS", I SUGGEST WE SHOULD HAVE IN MIND WHAT WE CONSIDER
SATISFACTORY PROGRESS IN THESE TWO AREAS. IT IS MY
UNDERSTANDING THAT THE LINKAGE IS ESSENTIALLY BETWEEN
THE CONCLUSION OF A CONSULAR CONVENTION AND AN OFFICIAL
TRADE OFFICE. PROGRESS IN HUMANITARIAN AND CLAIMS
FIELDS HAVE NOT BEEN LINKED DIRECTLY TO OUR GIVING
PERMISSION TO OPEN AN OFFICIAL GDR TRADE OFFICE. I WOULD
POINT OUT IN THIS CONNECTION THAT A CLAIMS SETTLEMENT
WILL BE A LONG PROCESS, AND PROBABLY THREE YEARS BEFORE
WE ENGAGE IN FORMAL NEGOTIATIONS. APART FROM THE
LINKAGE ISSUE, IT SEEMS TO ME THAT IT IS IMPORTANT TO
KNOW WHAT WE WOULD CONSIDER "PROGRESS". THE
EMBASSY, IN AIRGRAM 132, DATED 11/18/76, SUGGESTED SOME
GUIDELINES FOR SATISFACTORY PERFORMANCE IN THE HUMANI-
TARIAN AREA. IT WOULD BE USEFUL TO HAVE THE DEPARTMENT'S
THOUGHTS ON THE VALIDITY OF THE CRITERIA LAID OUT IN
THAT AIRGRAM.

9. WITH RESPECT TO SECTION F, WE WILL OF COURSE MAKE
EVERY EFFORT TO INCREASE OUR KNOWLEDGE OF THE GDR
DECISION MAKING PROCESSES THROUGH EXPANDED CONTACTS,

PARTICULARLY AT THE UPPER LEVELS OF THE PARTY. I THINK
IT IS UNREALISTIC, HOWEVER, TO CONCENTRATE OUR REPORTING
ON PARTY DECISION MAKING PERSONALITIES, AND ON EVIDENCE
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OF FRICTION WITH THE SOVIETS. THESE ARE MATTERS THAT
ARE HELD MOST TIGHTLY HERE AND WE ARE NOT LIKELY TO MAKE
MUCH PROGRESS. WE WILL, OF COURSE, DO WHAT WE CAN IN
THIS GENERAL AREA. HOWEVER, SINCE OUR INTERESTS IN
REPORTING ON THE GDR ARE MUCH BROADER--KNOWING WHAT THE
BASIC DYNAMICS OF THE SOCIETY ARE: STABILITY OF THE
SYSTEM; DEGREE OF POPULAR SUPPORT; ATTITUDE TOWARD
EUROCOMMUNISM; ATTITUDE TOWARD THE WEST; REUNIFICATION,
ETC.-- I THINK THE GOAL SHOULD BE REWORDED ALONG THE
FOLLOWING LINES: " INCREASE USG UNDERSTANDING OF THE
DYNAMICS AND DIRECTION OF GDR DOMESTIC AND FOREIGN
POLICY DEVELOPMENTS AS THEY MAY AFFECT U.S. INTERESTS
IN CCENTRAL EUROPE."

10. I AM FULLY AWARE OF, UNDERSTAND AND AGREE WITH THE
IMPORTANCE OF OUR RELATIONSHIP WITH THE FRG. IT IS OUR
UNDERSTANDING, HOWEVER, THAT OUR REFUSAL TO INCLUDE A
NATIONALITY CLAUSE IN A US-GDR CONSULAR
CONVENTION IS BASED PRIMARILY ON OUR OWN PRACTICES AND
POLICY AND SECONDARILY BECAUSE OF OUR READINESS TO
RESPECT THE FRG POSITION ON THE NATIONALITY QUESTION.
IT WOULD SEEM TO ME THAT A RUBRIC ON CONSULTING
WITH THE FRG ON MAJOR MOVES WITH RESPECT TO THE GDR IS
SUFFICIENT AND THAT THERE IS NO NEED TO INCLUDE SPECIFIC
REFERENCE TO RESPECTING THE FRG POSITION ON THE
NATIONALITY QUESTION. BOLEN

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